

## Message Text

CONFIDENTIAL

PAGE 01 COTONO 00167 01 OF 03 021840Z

45

ACTION AF-06

INFO OCT-01 IO-11 ISO-00 PM-04 NSC-05 SP-02 SS-15 L-03

CIAE-00 INR-07 NSAE-00 DODE-00 SAM-01 OMB-01 EB-07

AID-05 IGA-02 H-02 PRS-01 TRSE-00 /073 W

----- 012964

R 021735Z FEB 76

FM AMEMBASSY COTONOU

TO SECSTATE WASHDC 8085

INFO AMEMBASSY ABIDJAN

AMEMBASSY NIAMEY

USMISSION USUN NY

CONFIDENTIAL SECTION 1 OF 3 COTONOU 0167

ABIDJAN ALSO FOR DATT AND REDSO; NIAMEY ALSO FOR RDO;  
DEPT ALSO PASS AID/CWR/AFR

EO 11652: GDS

TAGS: PFOR, EAID, DM, US

SUBJ: BENIN FOREIGN MINISTER ASKS USG TO TAKE STEPS TO IMPROVE  
BILATERAL RELATIONS

REF COTONOU 81,

SUMMARY: BENIN FORMIN ALLADAYE CONVOKED ME JAN 31 AND, NOTING  
THAT HE KEPT GETTING REPORTS THAT BENIN WAS ON A LIST OF COUN-  
TRIES TO BE PENALIZED, REQUESTED THAT USG TAKE STEPS TO IM-  
PROVE ITS BILATERAL RELATIONS WITH HIS COUNTRY. HE SPECIFI-  
CALLY ASKED THAT USG REVERSE ITS "DECISION" TO SUSPEND OR REDUCE  
ITS AID TO BENIN, WHICH ALLEGED DECISION HE CHARACTERIZED  
AS AN UNFAIR REPRISAL FOR BENIN'S ADOPTION OF SCIENTIFIC SOC-  
AILISM AND FOR ITS FORTHRIGHTENESS IN "SPEAKING THE TRUTH  
ABOUT THE USA" TO BENINESE PEOPLE AND ALSO TO THE WORLD IN IN-  
TERNATIONAL FORA. ALLADAYE SIAD USG'S CURRENT PRACTICE  
OF PROTESTING CRITICISM AGAINST IT WAS MISTAKEN. USA SHOULD  
TURN ITS CHEEK AND ACCEPT MORE CRITICISM FROM THIRD  
WORLD. IT SHOULD LEARN TO LISTEN, AND ACCEPT "THE TRUTH".  
CONFIDENTIAL

CONFIDENTIAL

PAGE 02 COTONO 00167 01 OF 03 021840Z

ALLADAYE ASSERTED THAT IT WAS MORALLY WRONG TO WITHOLD AID, WHICH HAD HUMANITARIAN BASIS, FOR POLITICAL REASONS. BENIN DID NOT ACCEPT ANY CONNECTION BETWEEN THE TWO. BOTH BENIN'S GOVT AND ITS PEOPLE HELD USG RESPONSIBLE FOR DELAY IN COMMENCING CONSTRUCTION OF COTONOU BRIDGE. HE PROPOSED A MEETING IN COTONOU WITH ADMINISTRATOR OR OTHER TOP-LEVEL OFFICIAL OF AID WASHINGTON FOR PURPOSE OF "MAKING POSITIVE DECISIONS."

HAVING COMMENTED ON THE VARIOUS ASPECTS OF ALLADAYE'S PRES- ENTATION, FOR FOURTH TIME SINCE OCT I MADE DETAILED EXPOS- ITION TO HIM OF USG VIEW OF RELATIONS BETWEEN OUR TWO COUNTRIES EMPHASIZING A) POSSIBLE ADVERSE CONSEQUENCES (EX- CLUSION FROM GSP, HECKENLOOPER AMENDMENT) STEMMING FROM LACK OF PROGRESS TOWARD INDEMNIFICATION FOR EXPROPRIATED US INTER- ESTS, B) NEGAGIVE EFFECTS ON BILATERAL RELATIONS OF BENIN'S ATTACKS ON AND UNJUST CRITICISM OF USG BOTH HERE AND IN INTER- NATIONAL FORA, AND C) STRONG PUBLIC OPINION IN US AGAINST USG CONCTINUING TO ACCEPT ABUSE AND ATTACKS ON US VITAL IN- TERESTS, AND IN FAVOR OF TAKING INTO ACCOUNT, VIS-A-VIS EACH FOREIGN GOVT, HOW IT TREATS US. I RUBUTTED ONE BY ONE ALL THE PRINCIPAL BENINESE ATTACKS AGAINST USG IN RECENT MONTHS. IN EACH INSTANCE ALLADAYE ACKNOWLEDGED THE REASONABLENESS OF THE USG POSITION, BUT WHEN I HAD FINISHED WITH THE LIST HE SAID HIS GOVT WAS DETERMINED TO TELL "THE TRUTH" IN ALL MATTERS AND IN ALL FORA, NO MATTER WHAT THE CONSEQUENCES. REVOLUTION- ARY BENIN DID NOT ACCEPT "PRESSUES" OR DICTATION OF ITS POL- ICIES BY ANY FOREIGN POWER. NEVERTHELESS WHEN I URGED RESTRAINT AND REMINDED HIM THAT USG WAS EVEN NOW EXAMINING ITS RELATIONS WITH BENIN VERY CAREFULLY IN THE LIGHT OF ALL FACTORS, ALLADAYE PROMISED TO REPORT THE USG POINT OF VIEW ON OUR RELATIONS TO COUNCIL OF MINISTERS. HE STRESSED IMPORT- ANCE OF OUR MEETING AND SAID HIS GOVT EXPECTED RESULTS FROM IT SOON.

AT ONE POINT IN CONVERSATION ALLADAYE REMARKED OUT OF THE BLUE THAT HE ASSUMED USG UNDERSTOOD THAT THE PRB WOULD HAVE TO "SUPPORT A LIBERATION MOREVMENT IN THE USA" (HE MADE NO MENTION OF PUERTO RICO). FOR THAT REMARK I POLITELY DREW AND QUARTERED HIM.

CONFIDENTIAL

CONFIDENTIAL

PAGE 03 COTONO 00167 01 OF 03 021840Z

WE HAVE THE IMPRESSION THAT THE BENIN GOVT BELIEVES A) ITS IDEOLOGY REQUIRES IT TO FLOG USG AND/OR B) IT WILL GET WHAT IT WANTS IN SPITE OF ITS ATTACKS ON US, BECAUSE USG IS COM- PASSIONATE. END SUMMARY

1. ON JAN 30 BENIN FORNMIN ALLADAYE CONVOKED ME "IMMEDIATELY". HE OPENED CONVERSATION STERNLY BY SAYING THAT THE PRB

WAS DISTRESSED BY USG'S MISUNDERSTANDING OF ITS ACTIONS AND INTENTIIONS, USG'S RECENT UNCOOPERATIVE ATTITUDE TOWARD BENIN. HE REQUESTED THAT USG TAKE STEPS TO IMPROVE ITS BI-LATERAL RELATIONS WITH BENIN. FOR EXAMPLE, BENIN DID NOT LIKE BEING ON A LIST OF COUNTRIES TO BE PENALIZED FOR ITS VOTES AT UN. AND IT WANTED USG TO CARRY OUT ITS OBLIGATIONS RE CONSTRUCTION OF COTONOU BRIDGE. HE DEPLORED THAT USG WAS HOSTILE TO BENIN'S SCIENTIFIC SOCIALIST OPTION" AND THAT IT FAILED TO COMPREHEND THAT THE PRESENT BENIN GOVT WAS FAR MORE STABLE, RELIABLE AND RESPONSIVE TO POPULAR ASPIRATIONS THAT ITS PREDECESSORS. ONE COULD DO BUSINESS WITH IT. ITS WORD COULD BE COUNTED ON. FOR EXAMPLE, BENIN GOVT HAD JUST TAKEN "THE NECESSARY ACTIONS" RE MOBIL AND TEXACO. HIS GOVT WAS COOPERATIVE WITH UGS (WITNESS ITS ACTIONS RE OIL COMPANIES) BUT THERE WAS INADEUATE RECIPROCITY. HERE I INTERJECTED TO SAY WE WERE GLAD TO HEAR FROM HIS SUBORDINATES THAT LETTERS HAD BEEN SENT TO OIL COMPANIES EXPRESSING BENIN GOVT'S INTENTION TO TAKE FIRST STEPS IN DIRECTION OF INDEMNIFICATION; WE WERE LOOKING FORWARD TO RECEIPT OF THE MINISTRY'S NOTE ON THE SUBJECT HE HAD PROMISED TWO WEEKS EARLIER. HE COULD COUNT ON EMBASSY PROMPT REPORTING OF THE NOTE'S CONTENTS AND ANY DEVELOPMENTS RELATION TO THE MATTER.

2. ALLADAYE WENT ON TO PROTEST WHAT HE TERMED "USG DECISION TO CUT OFF AID" AS REPRISAL FOR BENIN'S ADOPTION OF SCIENTIFIC SOCIALISM AND ITS FORTHRIGHTNESS IN "SPEAKING THE TRUTH ABOUT THE USA" TO BENIN PEOPLE AND ALSO IN WORLD FORA. THIS DECISION WAS UNFAIR TO POOR LITTLE BENIN, WHICH WAS ONLY TRYING TO BE RESPONSIBE TO THE POPULAR WILL AND HONESTLY EXPRESS ITS VIEWS. I SAID THERE HAD BEEN NO DECISION TO CUT OFF AID. FOR THE MOMENT WE WERE NOT TAKING FURTHER ACTIONS IN CONNECTION WITH THE PLANNED COTONOU BRIDGE PROJECT, PENDING A REVIEW IN THE LIGHT OF AMERICAN LEGISLATION. IN THE MEANTIME, CONFIDENTIAL

CONFIDENTIAL

PAGE 04 COTONO 00167 01 OF 03 021840Z

EXISTING AID PROGRAMS WERE CONTINUING. I NOTED THAT IN AMERICA THE LAW WAS SUPREME ; BOTH THE GOVT AND THE PEOLE HAD TO OBEY IT. AS THE MIN KNEW FROM OUR EARLIER CONVERSATIONS, THERE WAS ALSO A DISPOSITION IN WASHINGTON, IN RESPONSE TO STRONG PUBLIC OPINION, TO TAKE INTO ACCOUNT THE ATTITUDE OF OTHER COUNTRIES IN INTERNATIONAL FORA IN EVALUATING BILATERAL RELATIONS.

ENGLE

CONFIDENTIAL

NNN

CONFIDENTIAL

PAGE 01 COTONO 00167 02 OF 03 021900Z

45

ACTION AF-06

INFO OCT-01 EUR-12 IO-11 ISO-00 PM-04 NSC-05 SP-02 SS-15

L-03 CIAE-00 INR-07 NSAE-00 DODE-00 SAM-01 OMB-01

EB-07 AID-05 IGA-02 H-02 PRS-01 TRSE-00 /085 W

----- 013211

R 021735Z FEB 76

FM AMEMBASSY COTONOU

TO SECSTATE WASHDC 8086

INFO AMEMBASSY ABIDJAN

AMEMBASSY NIAMEY

USMISSION USUN NY

ZEN AMEMBASSY LAGOS (POUCH)

AMMEMBASSY LOME (POUCH)

AMEMBASSY OUAGADOUGOU

AMEMBASSY PARIS

CONFIDENTIAL SECTION 2 OF 3 COTONOU 0167

ABIDJAN ALSO FOR DATT AND REDSO; NIAMEY ALSO FOR RDO;  
DEPT ALSO PASS AID/AFR/CWR

3. ALLADAYE DELCARED THAT IT WAS MORALLY WRONG TO WITHHOLD AID,  
WHICH HAD A HUMANITARIAN BASIS, FOR POLITICAL REAONS. BENIN DID  
NOT ACCEPT ANY CONNECTION BETWEEN THE TWO. I RESPONDED THAT THE  
AMERICAN PEOPLE AND THE AMERICAN GOVERNMENT, WHO WERE PROVIDING THE  
AID, DID SEE A CONNECTION. OUR PUBLIC OPINION NO LONGER ACCEPTED,  
WITHOUT A MURMUR, THE TORRET OF ABUSE AND FALSEHOOD THAT AMERICA  
WAS RECEIVING. POPULAR SUPPORT WAS NECESSARY IN ORDER TO CARRY  
FORWARD FUTURE U.S. AID PROGRAMS EVERYWHERE IN THE WORLD.

4. ALLADAYE SAID AMERICA'S CURRENT PRACTICE OF PROTESTING  
CRITICISM WAS MISTAKEN. USA, A BIG COUNTRY, SHOULD TURN ITS  
CHEEK AND ACCEPT MORE SLAPS. IT SHOULD BE REALISTIC. IT COULD NO  
LONGER CONTROLTHE WHOLE WORLD. IT SHOULD LEARN TO LISTEN, AND  
ACCEPT "THE TRUTH." I REMARKED THAT AMERICAN WAS THE COUNTRY FOR  
CRITICISM PAR EXCELLENCE. NOWHERE WAS TRUTH MORE REVERED. OUR  
COUNTRY THRIVED ON IT. THAT WAS WHY WE WERE GREAT. BUT  
CONFIDENTIAL

CONFIDENTIAL

PAGE 02 COTONO 00167 02 OF 03 021900Z

UNSUBSTANTIATED CHARGES AND ABUSE DID NOT CONSTITUTE "THE TRUTH."

THE AMERICAN PUBLIC COULD TELL THE DIFFERENCE BETWEEN REASONABLE CRITICISM AND UNJUST ACCUSATIONS; IT WAS ALSO VERY SENSITIVE TO UNWARRANTED ATTACKS AGAINST U.S. VITAL INTERESTS. AS I HAD BROUGHT TO HIS ATTENTION ON SEVERAL EARLIER OCCASIONS, THERE HAD BEEN CRITICAL COMMENT IN U.S. PRESS ABOUT RECENT ATTACKS AND CHARGES AGAINST U.S. BY BENIN'S REPRESENTATIVES.

5. RE ALLADAYE'S REMARK THAT USG WAS DISCRIMINATING AGAINST BENIN BECAUSE IT HAD GONE MARXIST/LENINIST, I REMINDED HIM OF OUR MANY EARLIER CONVERSATIONS. I HAD MADE THE POINT TO HIM AND HIS MINISTERIAL

COLLEAGUES, FROM THE BEGINNING, THAT BENIN'S INTERNAL AFFAIRS WERE ITS BUSINESS, NOT OURS. FOR US THE CRUCIAL ELEMENT WAS FRIENDSHIP, SOMETHING THAT WE HAD TRADITIONALLY ENJOYED HERE. WE COOPERATED WITH MANY COUNTRIES HAVING SOCIAL SYSTEMS DIFFERENT FROM OUR OWN. BUT WE CONSIDERED COOPERATION A TWO-WAY PROPOSITION. FOR OUR GOOD WILL AND GENEROSITY, WE EXPECTED MUTUAL FRIENDSHIP, MUTUAL CONFIDENCE AND MUTUAL RESPECT. I REPEATED THE WORD "MUTUAL" (RECIPROQUE), WHICH USG CONSIDERED VITAL.

ALLADAYE SMILED, NODDED THAT HE UNDERSTOOD THE POINT.

6. FOREIGN MINISTER ASSERTED IT WAS TIME FOR USG TO GET ON WITH ITS UNDERTAKING TO BUILD THE COTONOU BRIDGE. BOTH BENIN'S GOVERNMENT AND ITS PUBLIC HELD USG RESPONSIBLE FOR DELAY IN COMMENCING CONSTRUCTION. HE PROPOSED A MEETING IN COTONOU WITH ADMINISTRATOR OR OTHER TOP-LEVEL OFFICIAL OF A.I.D. WASHINGTON FOR PURPOSE OF "MAKING POSITIVE DECISIONS." I MADE NO COMMENT RE THIS PROPOSAL EXCEPT TO UNDERTAKE TO TRANSMIT IT TO WASHINGTON.

7. FOR FOURTH TIME SINCE OCTOBER, I MADE A SYSTEMATIC AND DETAILED EXPOSITION TO ALLADAYE (WHO PRETENDS NOT TO RECALL ANYTHING) OF USG VIEW OF RELATIONS BETWEEN OUR TWO COUNTRIES, EMPHASIZING (A) POSSIBLE ADVERSE CONSEQUENCES (EXCLUSION FROM GSP, HICKENLOOPER AMENDMENT) OF LACK OF SUBSTANTIVE PROGRESS TOWARD INDEMNIFICATION OF EXPROPRIATED U.S. INTERESTS, (B) NEGATIVE EFFECTS ON BILATERAL RELATIONS OF BENIN'S ATTACKS ON AND UNJUST CRITICISM OF USG BOTH HERE AND IN INTERNATIONAL FORA, AND (C) MOUNTING OPINION IN U.S. IN FAVOR OF TREATING OTHER COUNTRIES THE WAY THEY TREAT US. I REBUTTED ONE BY ONE ALL OF THE SIGNIFICANT BENINESE ATTACKS AGAINST THE UNITED STATES IN

CONFIDENTIAL

CONFIDENTIAL

PAGE 03 COTONO 00167 02 OF 03 021900Z

RECENT MONTHS, INCLUDING THE PERSONAL ATTACK AGAINST AMBASSADOR MOYNIHAN AND THE MISREPRESENTATION OF AMERICAN POLICIES BY ADJIBADE AT ADDIS ABABA (COTONOU 130). NOTHING PARTICULARLY THE ALLEGATION THAT THE USG WAS SABOTAGING INTERNATIONAL ECONOMIC REFORM, I REMINDED ALLADAYE THAT HE WAS PRESENT AT THE SEVENTH EXTRAORDINARY UNGA SESSION. HE HAD HEARD SECRETARY KISSINGER'S SPEECH, WITH 42 SPECIFIC PROPOSALS, MOST OF WHICH THE SESSION ADOPTED. USG WAS IN VANGUARD OF THE DRIVE FOR

REFORM, AND IT WAS WORKING INTENSIVELY AT HOME AND ABROAD TO STIMULATE IMPLEMENTATION OF THE SESSION'S CONCLUSIONS. IN FACT PROGRESS IN THIS FIELD SINCE THE SEVENTH EXTRAORDINARY SESSION WAS LARGEY DUE TO USG LEADERSHIP AND ENERGY. ON THE OTHER HAND THE COMMUNIST POWERS DID NOT CONSIDER IT WAS THEIR AFFAIR. ALLADAYE HAD NO REACTION, EXCEPT TO PRETEND THAT HE WAS UNAWARE OF ADJIBADE'S REMARKS (WHICH I READ TO HIM FROM JANUARY 28 ISSUE OF EHUZU). NOR DID HE HAVE ANY SUBSTANTIVE RESPONSE TO MY INQUIRY WHY BENIN COULD NOT CARRY OUT ITS FOREIGN POLICY WITHOUT ATTACKING THE U.S. HE ONLY MUTTERED THAT NEWBORN WAS "TRUTHFUL."

8. IN THE CASE OF EACH BENINESE CHARGE OF UNFRIENDLY ACTION AGAINST THE USG WHICH I REAISED, ALLADAYE ACKNOWLEDGED THE REASONABLENESS OF THE USG ATTITUDE, BUT WHEN I HAD FINISHED WITH THE LIST HE SAID HIS GOVERNMENT WAS NEVERTHELESS DETERMINED TO TELL "THE TRUTH" IN ALL MATTERS AND IN ALL FORA, NO MATTER WHAT THE CONSEQUENCES. REVOLUTIONARY BENIN DID NOT ACCEPT "PRESSURE" OR DICTATION OF ITS POLICIES BY ANY FOREIGN POWER. HOWEVER WHEN I URGED MODERATION AND RESTRAINT AS A PRACTICAL MATTER AND POINTED OUT THAT, IN FACT, USG WAS EVEN NOW EXAMINING ITS RELATIONS WITH BENIN VERY CAREFULLY IN THE LIGHT OF ALL FACTORS, ALLDAYE PROMISED TO REPORT THE USG POINT OF VIEW ON OUR RELATIONS TO COUNCIL OF MINISTERS. HE STRESSED IMPORTANCE OF OUR MEETING, WANTED ASSURANCE THAT I WOULD REPORT HIS REMARKS PROMPTLY, AND SAID HIS GOVERNMENT EXPECTED RESULTS SOON.

9. I SAID USG WAS NOT SEEKING TO PRESCRIBE BENINESE FOREIGN POLICY, WHICH WAS BENIN'S BUSINESS; WE WERE ONLY ASKING THAT BENIN DESIST FROM UNNECESSARY AND UNJUSTIFIED ATTACKS AGAINST THE USG, PARTICULARLY IN MATTERS IN WHICH BENIN HAD NO PERCEPTIBLE SUBSTANTIVE INTEREST.

ENGLE

CONFIDENTIAL

NNN

CONFIDENTIAL

PAGE 01 COTONO 00167 03 OF 03 021906Z

45

ACTION AF-06

INFO OCT-01 EUR-12 IO-11 ISO-00 PM-04 NSC-05 SP-02 SS-15

L-03 CIAE-00 INR-07 NSAE-00 DODE-00 SAM-01 OMB-01

EB-07 AID-05 IGA-02 H-02 PRS-01 TRSE-00 /085 W

----- 013298

R 021735Z FEB 76

FM AMEMBASSY COTONOU  
TO SECSTATE WASHDC 8087  
INFO AMEMBASSY ABIDJAN  
AMEMBASSY NIAMEY  
USMISSION USUN NY  
ZEN AMEMBASSY LAGOS (POUCH)  
AMMEMBASSY LOME (POUCH)  
AMEMBASSY OUAGADOUGOU  
AMEMBASSY PARIS

CONFIDENTIAL SECTION 3 OF 3 COTONOU 0167

ABIDJAN ALSO FOR DATT AND REDSO; NIAMEY ALSO FOR RDO;  
DEPT ALSO PASS AID/AFR/CWR

10. AT ONE POINT IN CONVERSATION, SOMETIME AFTER I HAD FINISHED EXPLAINING AGAIN WHERE PUERTO RICO AND GUAM WERE AND WHY WE WOULD NOT GIVE THEM UP AGAINST THE OVERWHELMING WILL OF THEIR AMERICAN CITIZEN POPULATIONS, OR ACCEPT DICTATION FROM OTHER COUNTRIES RE THEIR STATUS OR THEIR DEFENSES, ALLADAYE SAID OUT OF THE BLUE THAT HE ASSUMED USG UNDERSTOOD THAT THE PEOPLE'S REPUBLIC OF BENIN WOULD HAVE TO SUPPORT A LIBERATION MOVEMENT IN USA. EXPRESSING ASTONISHMENT AT SUCH A REMARK, I ASKED FIRMLY WHAT FOREIGN MINISTER THOUGHT THE AMERICAN PEOPLE, WHO HAD MORE FREEDOM, PROSPERITY AND OPPORTUNITY THAN ANY OTHER PEOPLE IN THE WORLD, MADE POSSIBLE BY THEIR DEMOCRATIC SYSTEM AND THEIR HARD WORK, COULD GAIN BY SOVIETIZING THEMSELVES AND LIVING IN MISERY UNDER TYRANNY? WHAT LIBERATION MOVEMENT WAS HE REFERRING TO AND WHAT DID HE THINK IT WOULD LIBERATE US FROM? FOREIGN MINISTER, OPEN-MOUTHED AND STUNNED, LOOKED AT ME AS IF HE THOUGHT I NEEDED LESSON ONE OF BENIN'S POLITICAL CATECHIMS.

CONFIDENTIAL

CONFIDENTIAL

PAGE 02 COTONO 00167 03 OF 03 021906Z

11. COMMENT. THIS WAS THE FIRST OCCASION ON WHICH FOREIGN MINISTER HAD EVER HAD ANY KIND OF AGENDA FOR A CONVERSATION WITH ME. THOUGH AS ALWAYS ILL INFORMED AND TOO CONVERVED THAT I SHOULD BE MADE TO UNDERSTAND THE MYSTERIES OF BENIN'S IDEOLOGY, HE DID HAVE SOME CLEAR POINTS THAT KEREKOU PRESUMABLY INSTRUCTED HIM TO MAKE. ALLADAYE HAD NEVER BEFORE INTIMATED THAT HE CONSIDERED ANY CONVERSATION WITH ME TO HAVE ANY IMPORTANCE.

12. REPORTS OF THE "ZAP LIST" IN WASHINGTON AND STALEMATE ON THE COTONOU BRIDGE PROJECT UNDOUBTEDLY HAVE THE BENIN GOVERNMENT WORRIED. ON THE OTHER HAND, IT SEEMS CLEAR FROM ALLADAYE'S REMARKS TO ME THAT HIS GOVERNMENT DOES NOT INTEND TO MEND ITS WAYS VIS-A-VIS THE U.S.A. IN ANY RESPECT. WE HAVE THE IMPRESSION, BASED ON HIS PRESENTATION AND ON OTHER EVIDENCE OF BENINESE TACTICS, THAT BENIN GOVERNMENT BELIEVES (A) ITS IDEOLOGY REQUIRES IT TO FLOG USG, AND/OR (B) IT WILL GET WHAT IT WANTS

IN SPITE OF ITS ATTACKS ON USG BECAUSE AMERICA IS COMPASSIONATE.  
WE ALSO SUSPECT THAT KEREKOU COMPANY HAVE DECIDED TO START  
USING USA AS BENIN'S "BETE NOIRE," SINCE CRITICISM OF FRANCE NO  
LONGER HAS MUCH PAYOFF HERE.

13. MY CONVERSATION WITH ALLADAYE IS BUT ONE BIT OF RAPIDLY  
ACCUMULATING EVIDENCE OF THE DELUSIONS OF GRANDEUR OF THE KEREKOU  
REGIME, THE ZEALOUS MESSIANIC CHARACTER OF ITS DOCTRINE, AND  
THE BELIEF OF ITS CONVERTS THAT THEY HAVE DISCOVERED THE PRESCRIPTIONS

OF HISTORICAL EVOLUTION, WHICH THEY MUST NOW CARRY TO ALL NON-  
SOCIALIST NATIONS. NO PRETENTION IS CONSIDERED TOO ARROGANT. IT IS  
AGAINST THIS GRANDIOSE, MYSTICAL BACKGROUND THAT ALLADAYE'S  
CASUAL ALLUSION TO BENINESE SUPPORT FOR A LIBERATION MOVEMENT IN  
USA SHOULD BE VIEWED. THAT REMARK WAS UNDOUBTEDLY A SLIP WHICH HE  
PROBABLY NOW REGRETS HAVING MADE.

14. I WOULD ALSO MENTION THE RUDENESS OF THE FOREIGN MINISTER,  
EVEN THOUGH IT HAD NO EFFECT ON OUR CONVERSATION. ALTHOUGH,  
UNLIKE OUR PREVIOUS MEETING TWO WEEKS EARLIER, HE WAS NOT UNPLEASANT  
TO ME AND IN FACT WAS IN GOOD HUMOR PART OF THE TIME, HE FAILED  
TO EXPRESS REGRETS FOR HAVING MADE ME WAIT ONE-HALF HOUR IN HIS  
OUTER OFFICE (HE HAD NO ONE WITH HIM), AFTER NOTIFYING THE EMBASSY  
THAT I SHOULD PRESENT MYSELF "IMMEDIATELY." NOR DID HE  
CONFIDENTIAL

CONFIDENTIAL

PAGE 03 COTONO 00167 03 OF 03 021906Z

ACKNOWLEDGE THAT HE HAD SUMMONED ME THE PREVIOUS DAY AND THEN  
FAILED TO SHOW UP HIMSELF (ON THAT OCCASION THERE WAS NOT  
ONE OFFICIAL TO RECEIVE ME, AND I LEFT AN EMPTY MINISTRY AFTER  
30 MINUTES). END COMMENT.

15. ACTION RECOMMENDED. NONE. IDEA OF VISIT BY A.I.D.  
ADMINISTRATOR OR HIS DESIGNEE IS ABSURD. IN ANY CASE THE ISSUE  
IS POLITICAL, RATHER THAN AID-RELATED. EMBASSY RECOMMENDS THAT  
USG MAINTAIN STANCE THAT (A) COTONOU BRIDGE PROJECT IS IN  
SUSPENSE WHILE WE WAIT FOR CONCRETE RESULTS RE INDEMNIFICATION OF  
MOBIL AND TEXACO AND (B) WE ARE TAKING VERY CAREFUL NOTE OF  
BENIN'S TREATMENT OF USG. IF ALLADAYE ASKS ME WHEN SENIOR  
A.I.D. OFFICIAL IS ARRIVING, I WILL SAY I HAVE SUBMITTED HIS  
REQUEST TO WASHINGTON.  
ENGLE

CONFIDENTIAL

NNN



## Message Attributes

**Automatic Decaptoning:** X  
**Capture Date:** 01 JAN 1994  
**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
**Concepts:** FOREIGN RELATIONS, ECONOMIC ASSISTANCE, DIPLOMATIC PROTESTS  
**Control Number:** n/a  
**Copy:** SINGLE  
**Draft Date:** 02 FEB 1976  
**Decapton Date:** 01 JAN 1960  
**Decapton Note:**  
**Disposition Action:** RELEASED  
**Disposition Approved on Date:**  
**Disposition Authority:** coburnhl  
**Disposition Case Number:** n/a  
**Disposition Comment:** 25 YEAR REVIEW  
**Disposition Date:** 28 MAY 2004  
**Disposition Event:**  
**Disposition History:** n/a  
**Disposition Reason:**  
**Disposition Remarks:**  
**Document Number:** 1976COTONO00167  
**Document Source:** CORE  
**Document Unique ID:** 00  
**Drafter:** n/a  
**Enclosure:** n/a  
**Executive Order:** GS  
**Errors:** N/A  
**Film Number:** D760039-0259  
**From:** COTONOU  
**Handling Restrictions:** n/a  
**Image Path:**  
**ISecure:** 1  
**Legacy Key:** link1976/newtext/t19760292/aaaaddhi.tel  
**Line Count:** 430  
**Locator:** TEXT ON-LINE, ON MICROFILM  
**Office:** ACTION AF  
**Original Classification:** CONFIDENTIAL  
**Original Handling Restrictions:** n/a  
**Original Previous Classification:** n/a  
**Original Previous Handling Restrictions:** n/a  
**Page Count:** 8  
**Previous Channel Indicators:** n/a  
**Previous Classification:** CONFIDENTIAL  
**Previous Handling Restrictions:** n/a  
**Reference:** 76 COTONOU 81  
**Review Action:** RELEASED, APPROVED  
**Review Authority:** coburnhl  
**Review Comment:** n/a  
**Review Content Flags:**  
**Review Date:** 20 APR 2004  
**Review Event:**  
**Review Exemptions:** n/a  
**Review History:** RELEASED <20 APR 2004 by greeneet>; APPROVED <11 AUG 2004 by coburnhl>  
**Review Markings:**

Margaret P. Grafeld  
Declassified/Released  
US Department of State  
EO Systematic Review  
04 MAY 2006

**Review Media Identifier:**  
**Review Referrals:** n/a  
**Review Release Date:** n/a  
**Review Release Event:** n/a  
**Review Transfer Date:**  
**Review Withdrawn Fields:** n/a  
**Secure:** OPEN  
**Status:** NATIVE  
**Subject:** BENIN FOREIGN MINISTER ASKS USG TO TAKE STEPS TO IMPROVE BILATERAL RELATIONS  
**TAGS:** PFOR, EAID, DM, US  
**To:** STATE  
**Type:** TE  
**Markings:** Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 04 MAY 2006